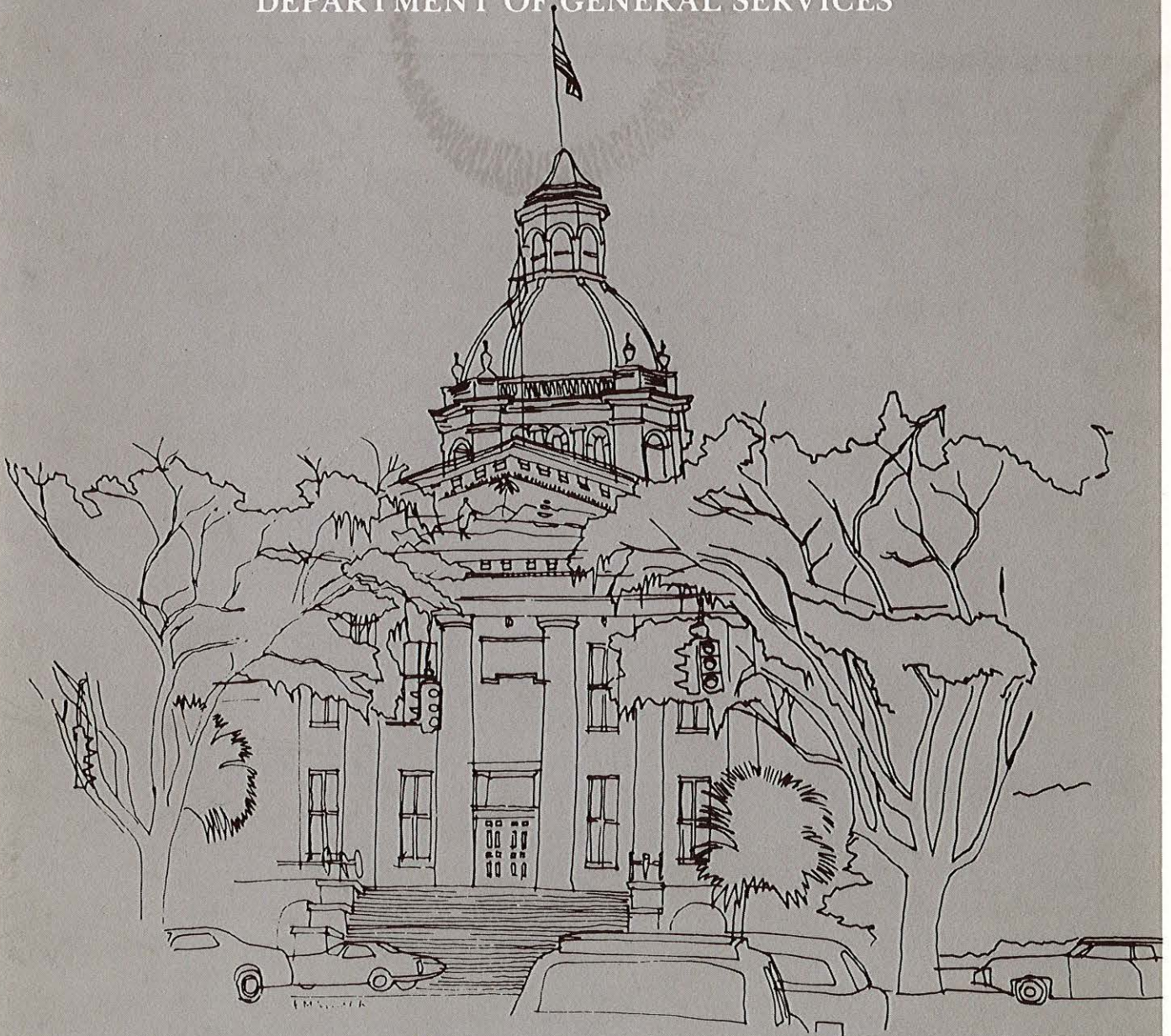
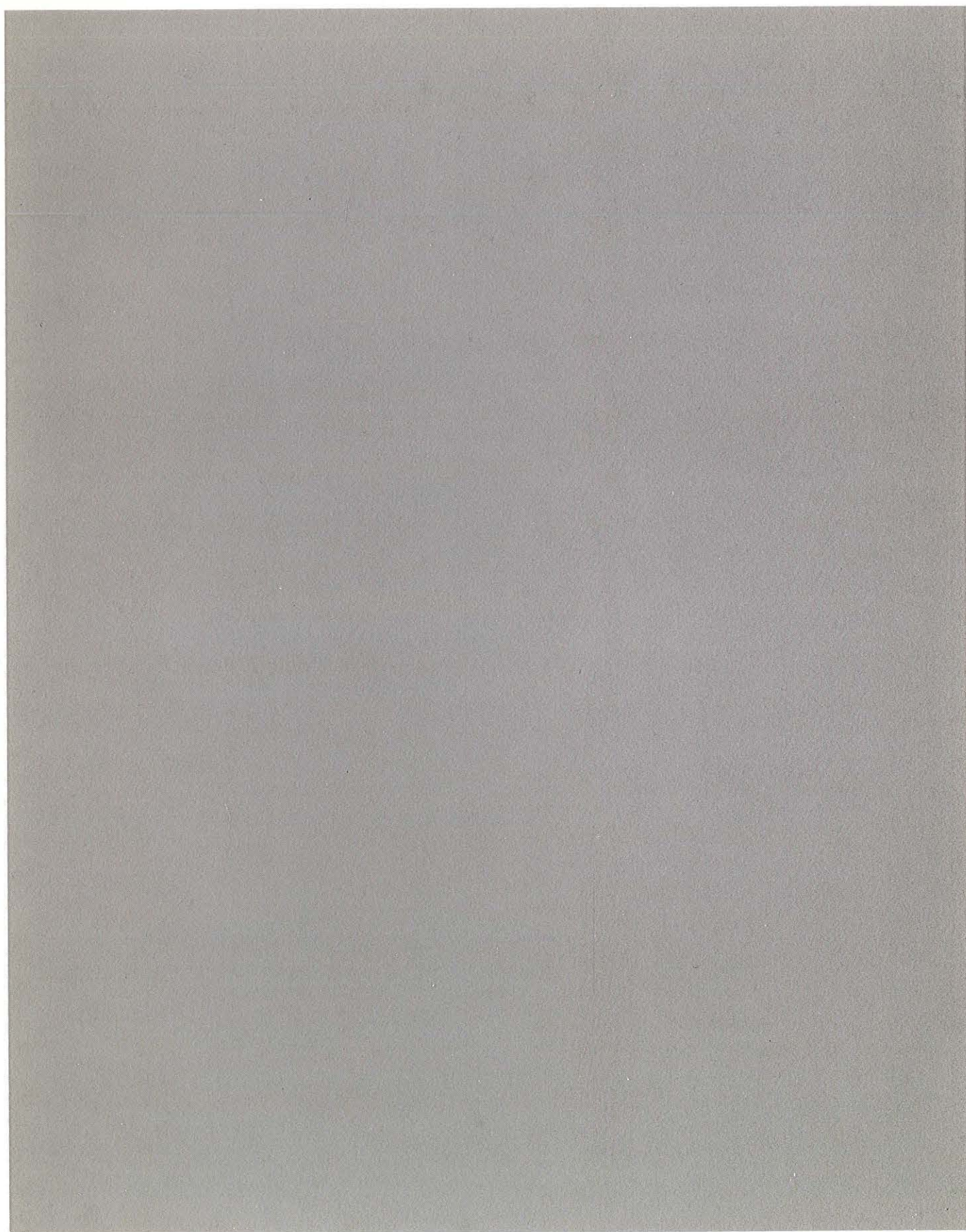


1974 ANNUAL REPORT
CAPITOL CENTER PLANNING COMMISSION
AND THE DIVISION OF
BUILDING CONSTRUCTION AND MAINTENANCE,
DEPARTMENT OF GENERAL SERVICES



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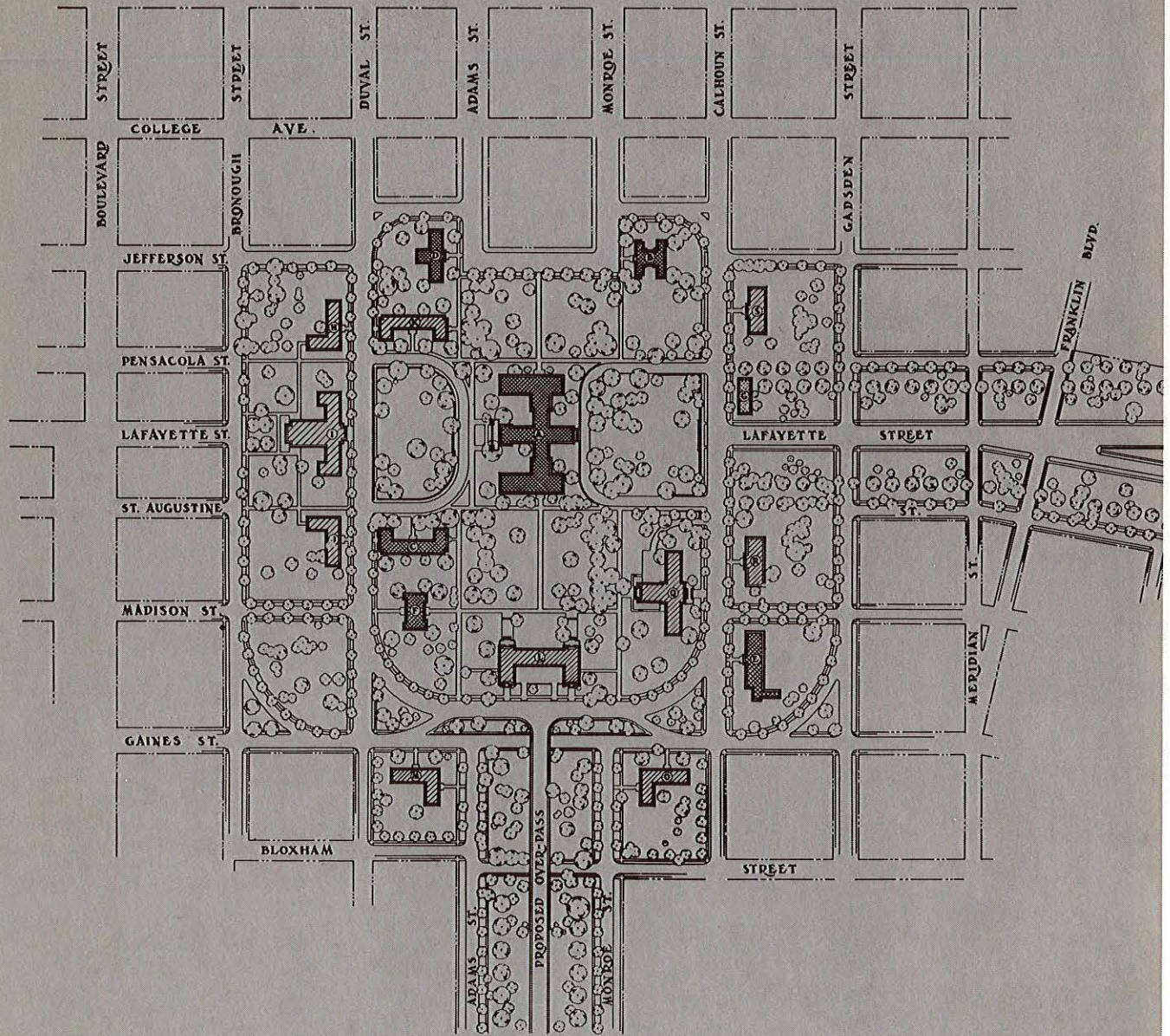




1974 ANNUAL REPORT
OF THE
CAPITOL CENTER PLANNING COMMISSION
AND THE DIVISION OF
BUILDING AND CONSTRUCTION AND MAINTENANCE,
DEPARTMENT OF GENERAL SERVICES
PREPARED BY THE
STATE OF FLORIDA
DEPARTMENT OF GENERAL SERVICES
DIVISION OF BUILDING CONSTRUCTION AND MAINTENANCE

REUBIN O'D. ASKEW	GOVERNOR
DOYLE CONNER	COMMISSIONER OF AGRICULTURE
GERALD A. LEWIS	COMPTROLLER
THOMAS D. O'MALLEY	TREASURER
ROBERT L. SHEVIN	ATTORNEY GENERAL
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ALBERT BASS	DIRECTOR DIVISION OF BUILDING CONSTRUCTION AND MAINTENANCE
WAYNE BETTS	ASSISTANT DIVISION DIRECTOR
WILLIAM A. SCARINGE	CHIEF BUREAU OF CONSTRUCTION
WILLIAM LUGER	ADMINISTRATOR ARCHITECTURAL COORDINATOR

CAPITOL CENTER PLANNING COMMISSION
WILLIAM OVERTON, CHAIRMAN (THROUGH OCTOBER 1974)
WALTER MCLIN, III, CHAIRMAN (FROM NOVEMBER 1974)
J. LEWIS HALL, SR.
FRANK SHAW, JR.
KENNETH TREISTER
FRED L. MCCORD
ANNE INGLE
WILLIAM F. LUGER, SECRETARY (THROUGH JANUARY 21, 1974)
WAYNE BETTS, SECRETARY (FROM JANUARY 22, 1974)



TAYLOR PLAN FOR CAPITOL CENTER, 1947

In terms of both planning and construction, the year 1974 was an exceptionally active one for the Capitol Center. Major steps were being taken to expand governmental facilities to accommodate widened state responsibilities and to diversify the Capitol Center to provide for a more attractive living and working environment.

In the field of planning, three significant steps were taken in the direction of a long-range comprehensive plan:

1. A growth projection study was completed;
2. A program based upon these projections was developed;
3. A planner was selected to develop a long-range structure to accommodate this growth.

With the increasingly swift pace of office expansion in the Capitol Center, and the prospect of an even faster rate of growth in years to come, the need for guiding principles of growth has become evident. The relatively simple process of infilling vacant land is no longer an acceptable method, both because the amount of available land is fast diminishing and because the resulting density is undesirable.

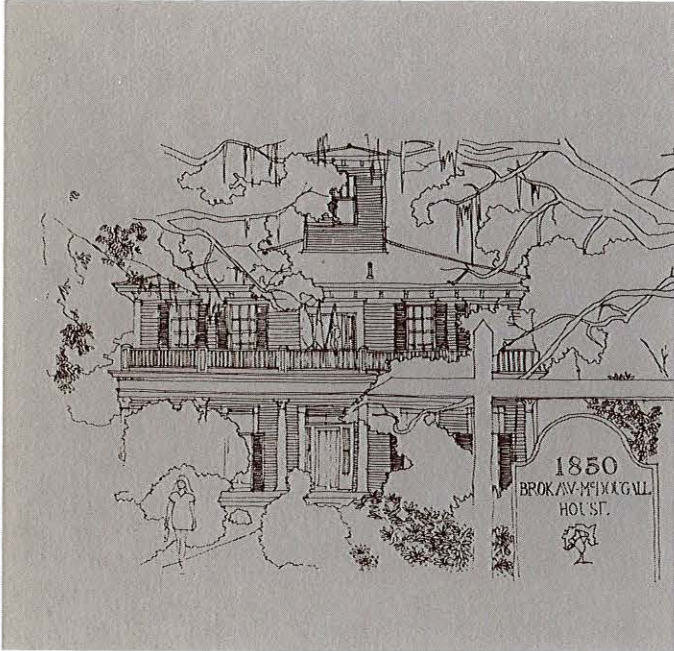
Furthermore, there is the question of whether the Capitol area itself—the political heart of a major state—has realized its full potential as a working environment and symbolic “monument.” Its prominent physical location and its strong white image have given it a certain handsome unity that many people admire, one which will be enhanced by the new executive office building and the Cascades Park. Nevertheless, it is

agreed that the area lacks amenities, that it needs greater variety of use and experience, that it would benefit from greater ties with the business and academic communities immediately adjacent to it, and that as the symbolic center of the state it needs a greater spatial and physical focus. On a purely functional level, growth must allow for better spatial and communication relationships among government departments, improved access to parking, and access to traffic and transit systems developing in the downtown Tallahassee area.

1. The growth projections were made by the Department of Government, Division of Public Administration of Florida State University, under the direction of Doctor Richard Chakerian and Doctor Odell Waldby, under contract to the Department of General Services, Division of Building Construction and Maintenance, dated June 19, 1973. Their report, entitled “Projection of Employees of Florida State Government and Its Agencies Within the Tallahassee-Leon County Area,” was completed in January 1974 and was presented to the Capitol Center Planning Commission on February 20, 1974.

These projections were established “in such a manner as to permit recommendations to be made and philosophies adopted on growth patterns of State Government and its Agencies within Capitol Center, on centralization versus decentralization, on projected densities, and on the physical relationship of location of the various agencies.”

The analysis was based upon historical personnel patterns, departmental esti-



mates (statewide and Leon County), and State Personnel Projection Project estimates by grade level and departmental divisions.

The study projected an increase in state governmental employees in the Tallahassee area (Leon County) from 12,024 in 1975 to 23,329 in the year 2000, an increase of over 94%. Between 1975 and 1980, the rate of growth will be 23%. This rate varies significantly between departments. For example, the Department of Health and Rehabilitative Services will increase from 1,482 to 3,413 employees (130%), while the Department of Agriculture will increase during the same period from 540 to 741 (only 32%). The Department of Transportation will grow from 1,430 to 2,274 (59%). Altogether, ten departments will more than double their size before the century is out.

The statistics also broke down growth by grade of employee, showing, for instance, that the Department of Health and Rehabilitative Services has about one third of its employees in grades 22 and above, while the Department of Highway Safety and Motor Vehicles has only 10% of its employees in this category.

To plan for this growth, by department, by employee grade, and in accord with department needs and relationships, was the immediate planning challenge. The first step was to convert these employee counts into net and gross square feet areas in accord with contemporary building standards. At the present time, there are 2.10 million square feet of office space now occupied by government agencies in Leon County. Of

this amount, 1.18 million square feet is in the Capitol Center area. By 1990, there will be a need for 5.33 million square feet of office space in Leon County, of which anywhere from 1.89 to 4.48 million square feet could be located in the Capitol Center area, depending upon the development concepts. It is understood that current building plans are adequate to take care of needs generated up to the year 1977. These calculations affect all planning for growth based on that year.

2. In order to translate these growth projections into an architectural program, to assess the spatial implications of this program, and to provide the parameters of future growth, the Department of General Services retained B. Sumner Gruzen of Gruzen & Partners, Architects-Planners-Engineers.

Based on extensive analysis of employees projections translated into space needs to the year 2000, and interviews with state and local planning officials, three alternatives for future development were formulated:

- I. Growth confined to the existing 245-acre Capitol Center District. This implies an intensive land usage including high-rise buildings and multi-level design.
- II. An expanded Capitol District closely integrated with surrounding land usage permitting a much lower density of development and a series of parks, open spaces, and auxiliary mixed uses.
- III. Consideration of new development in satellite communities in one or



more locations within Leon County. Extending the type of campus-like design scale already employed in several areas of state government.

The consultants recommended that the expanded Capitol Center (Alternative II) showed the most promise for future growth by providing both an appropriate density and a consolidated downtown area in one and the same package.

A policy of continued accommodation of new office space within present Capitol Center borders might be followed in order to achieve a more highly urban and potentially exciting working environment (Alternative I). This model represents the high-density alternative.

A logical step to avoid these higher densities would be to accommodate expansion in areas adjacent to the Capitol Center with its neighboring urban context. This provides an opportunity to reduce its insularity while enhancing the prospects of revitalizing deteriorating border development (Alternative II). This is the model for an expanded capitol district.

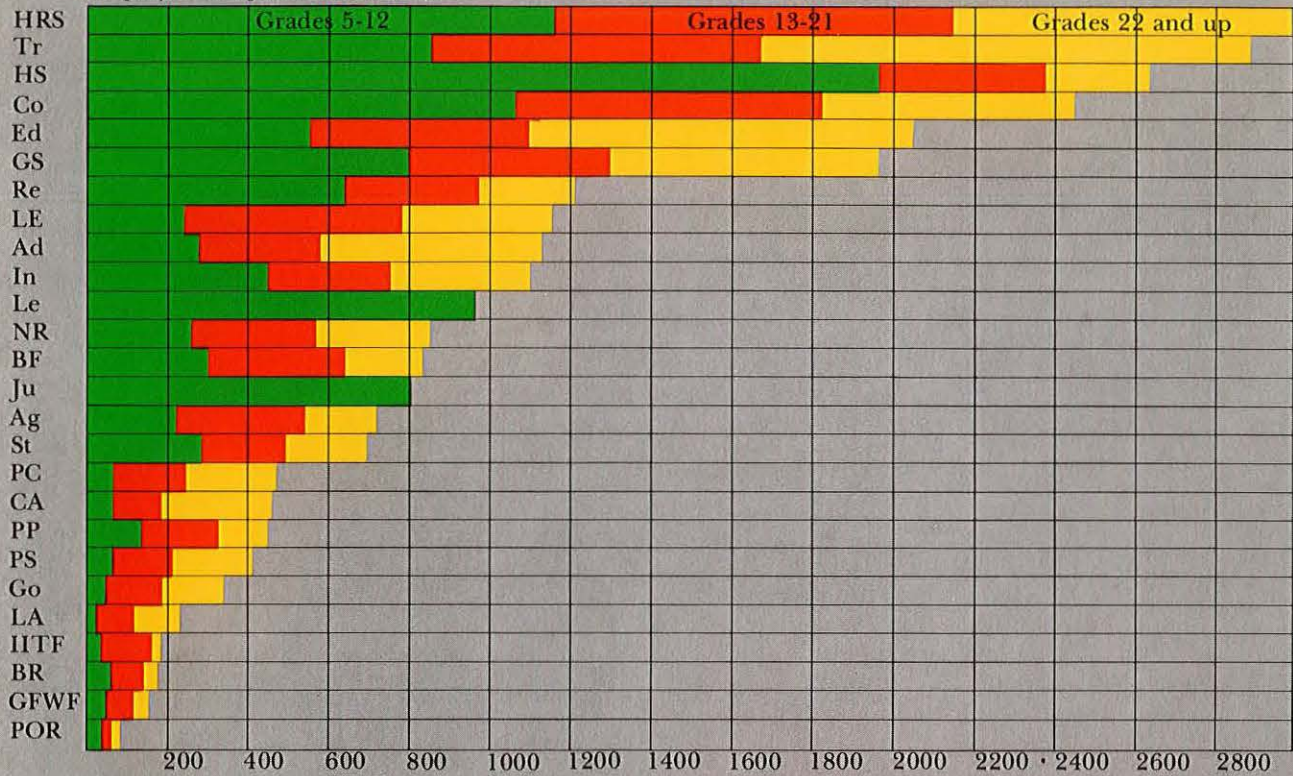
Finally, the Capitol Center might be maintained as it is today with all new development taking place in new satellite government centers. Certain advantages of reduced automobile congestion and proximity to employee suburban homes (reduced time to work) might be gained by adoption of this model (Alternative III).

These three alternatives, along with the extensive backup statistical information, were presented and discussed at the March 20, 1974 and April 17, 1974 meet-

6 ings of the Capitol Center Planning

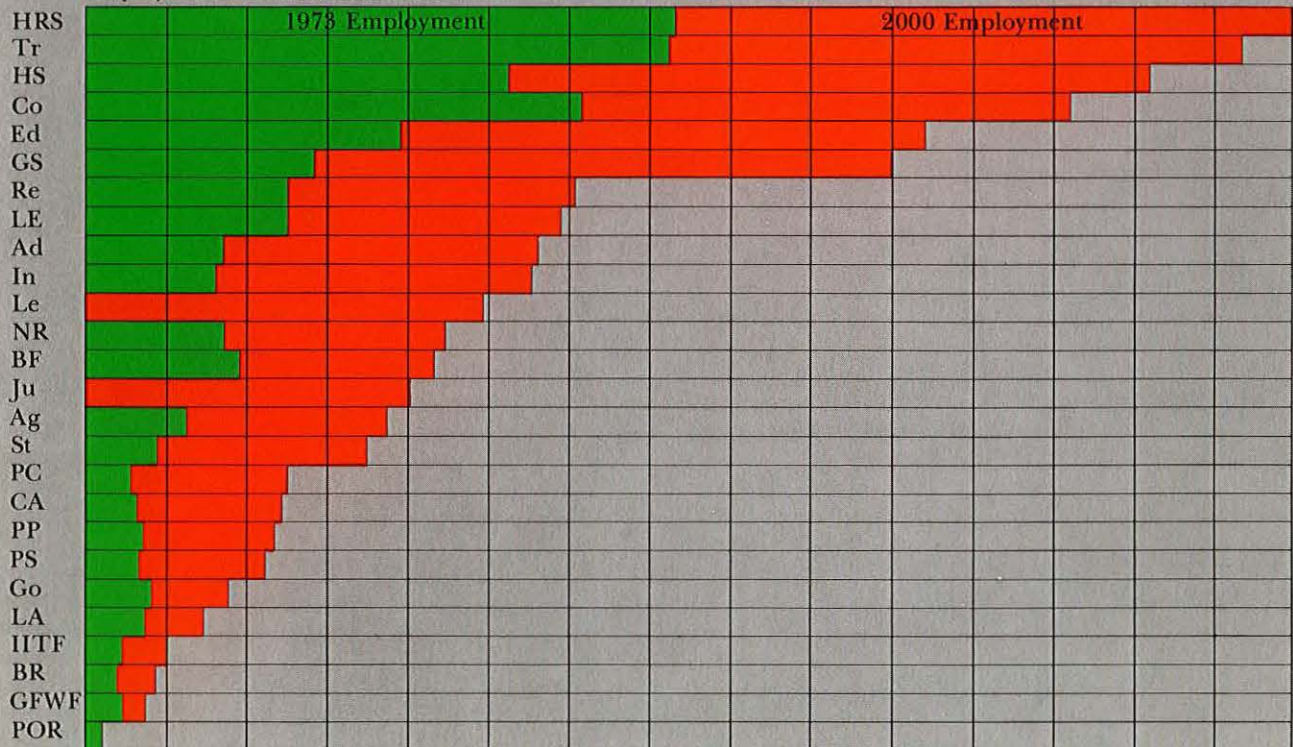
Ad—Department of Administration
Ag—Agriculture and Consumer Services
AB—Board of Administration
BF—Banking and Finance; Comptroller
BR—Business Regulation
Co—Commerce
CA—Community Affairs
Ed—Education
Go—Governor
GFWF—Game and Fresh Water
Commission
GS—General Services
HRS—Health and Rehabilitative Services
HS—Highway Safety and Motor Vehicles
In—Insurance and Treasurer
IITF—Internal Improvement Trust Fund
Ju—Judicial
Le—Legislative
LA—Legal Affairs and Attorney General
LE—Law Enforcement
NR—Natural Resources
PC—Pollution Control
POR—Professional and Occupational
Regulations
PP—Parole and Probation Commission
PS—Public Service Commission
Re—Revenue
St—State
Tr—Transportation

Employees Projected, 1973-2000



3678

Employment Growth, 1973-2000

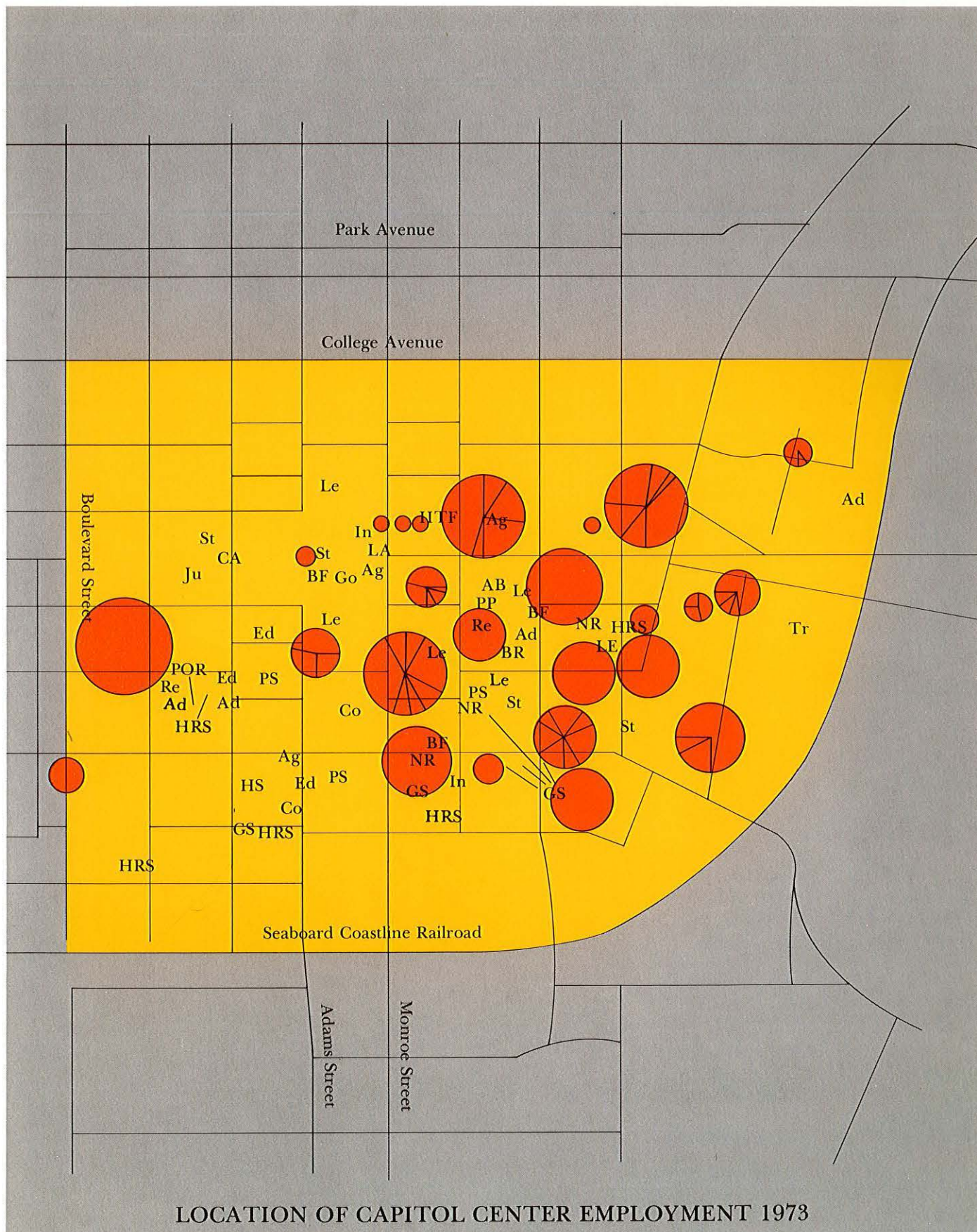


STATE EMPLOYMENT GROWTH IN LEON COUNTY, 1973-2000

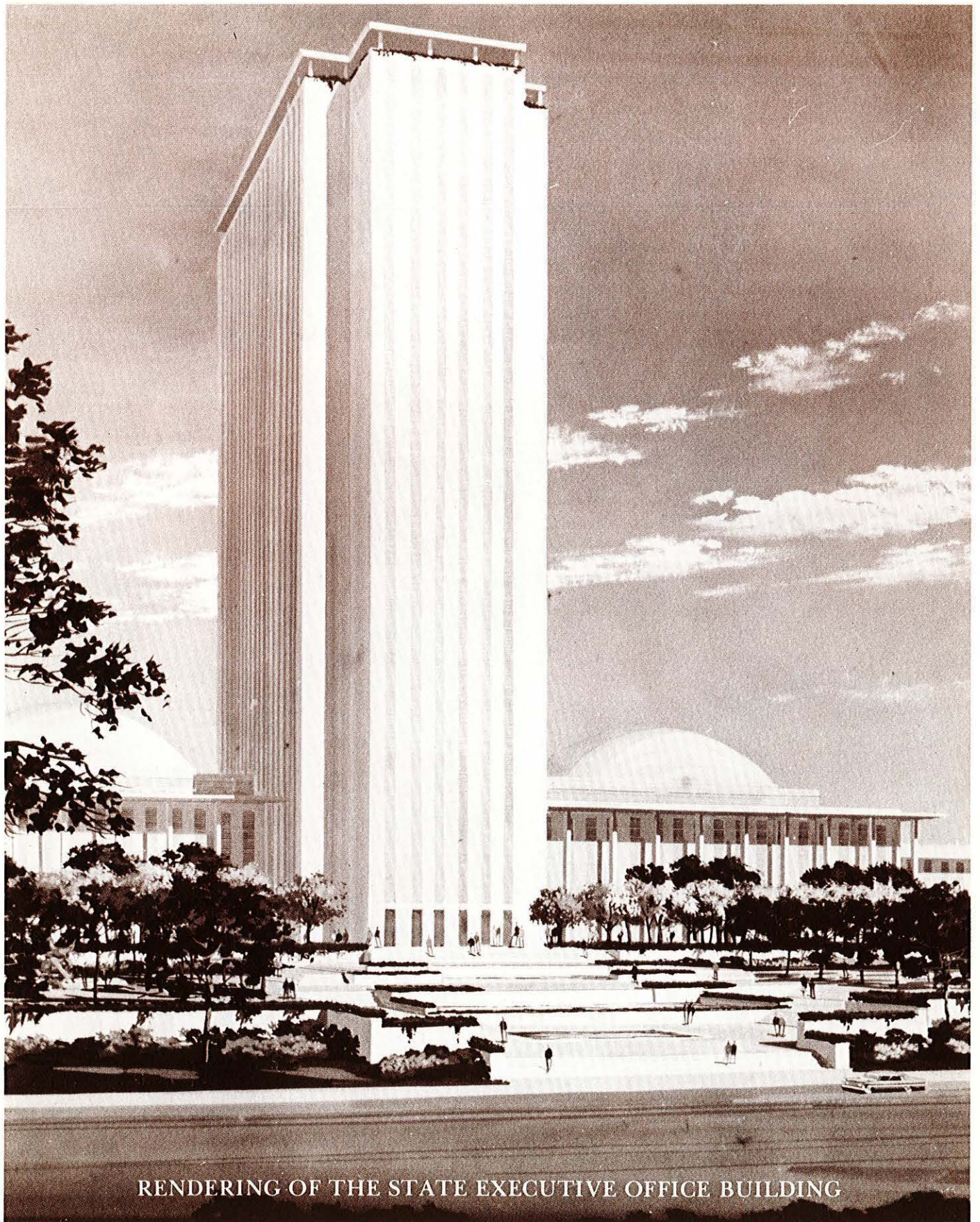
Commission. Included in this analysis was a survey of existing employee distribution in the Capitol Center and an analysis of interdepartmental relationships. Logical growth areas in downtown areas were identified and evaluated. Potential development locations outside the Capitol Center were also explored. The input of these projects on adjacent land uses was investigated in terms of both land use and transportation. As a result of this analysis, a consensus rapidly developed around Alternative II.

Alternative II has a high potential to provide a framework for the phased development of an attractive multi-use development linking Florida State University, downtown Tallahassee, Florida Agricultural and Mechanical University, and residential areas into a community whose total value is greater than the sum of its individual parts. Each community should benefit from greater opportunities for contact with the other communities, both from an economic and social standpoint. Resources, such as university libraries, could be made more accessible to the office employee population by locating some employment nearer the universities. Parking areas utilized for employee parking in the daytime could be used at night for cultural and entertainment events. Densities would still be sufficient to support limited mass transit if parking were restricted to current levels. The identity of Tallahassee as a truly representative Capitol, reflecting the diversity of the State, would be enhanced by tourist, commercial and cultural attractions within the Capitol itself. The single purpose function of a seat for State ad-

Ad—Department of Administration
 Ag—Agriculture and Consumer Services
 AB—Board of Administration
 BF—Banking and Finance; Comptroller
 BR—Business Regulation
 Co—Commerce
 CA—Community Affairs
 Ed—Education
 Go—Governor
 GFWF—Game and Fresh Water
 Commission
 GS—General Services
 HRS—Health and Rehabilitative Services
 HS—Highway Safety and Motor Vehicles
 In—Insurance and Treasurer
 IITF—Internal Improvement Trust Fund
 Ju—Judicial
 Le—Legislative
 LA—Legal Affairs and Attorney General
 LE—Law Enforcement
 NR—Natural Resources
 PC—Pollution Control
 POR—Professional and Occupational
 Regulations
 PP—Parole and Probation Commission
 PS—Public Service Commission
 Re—Revenue
 St—State
 Tr—Transportation



LOCATION OF CAPITOL CENTER EMPLOYMENT 1973



RENDERING OF THE STATE EXECUTIVE OFFICE BUILDING

ministration has reached a magnitude where an infusion of cultural, entertainment, and residential uses are vital to offset increasing sterility of the Capitol Center as a working environment.

Phased expansion of new development into the surrounding communities in Alternative II would link the Capitol Center to these areas in a physical as well as functional sense. Weak areas in the "Corners" of the Capitol Center would be released from the pressures of expansion and could be developed as an internal park system. A certain number of new office buildings should be integrated within this park system.

Alternative III—a perpetuation of the existing grain of development, with new requirements being accommodated in a remote suburban office location—would fail to realize the potential for new development to bring departments closer together, to enhance the revitalization of deteriorating border uses, or to change the fragmented pattern of present development in the Capitol Center.

An affinity survey was conducted by the consultant to determine an optimum grouping of departments. Levels of interaction, in terms of frequency of face-to-face and written communication with other agencies, were obtained for all departments. Further analysis tentatively identified five major groupings:

● Administrative/Legislative

Department of Administration
 Department of General Services
 Banking & Finance & Comptroller
 Governor
 Legal Affairs and Attorney General
 President of Senate
 Speaker of the House

Joint Management Commission
 Auditor General
 Board of Administration
 Insurance and Treasurer
 Law Revision Commission

● Judicial/Internal Affairs

Supreme Court
 Appellate Court
 Judicial Administrative Commission
 Judicial Council
 Community Affairs
 Military Affairs
 State

● Commerce/Law Enforcement

Commerce
 Business Regulation
 Professional & Occupational Regulation
 Law Enforcement
 Parole & Probation
 Highway Safety and Motor Vehicles
 Public Service Commission
 Revenue

● Natural Resources

Agriculture and Consumer Services
 Citrus
 Natural Resources
 Game & Fresh Water Fish Commission
 Pollution Control

● Independents

Transportation
 Internal Improvement Trust Fund
 Education
 Board of Regents

● Health and Rehabilitative Services

The approximate acreage of each proposed expansion area is:

Downtown (CCPA)	infill commercial
Urban Renewal	40-50 acres
South Monroe/Adams	80-90 acres
Apalachee Pkwy. extension	40-50 acres

Total 160-190 acres 11

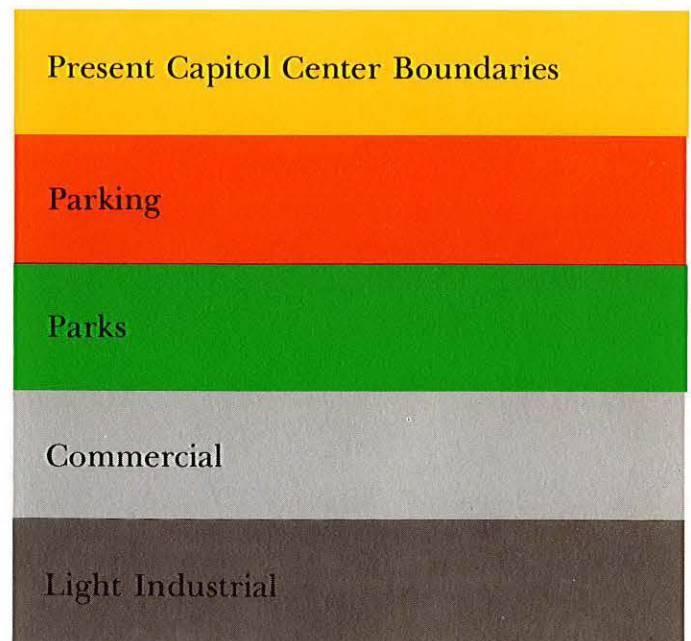
These groupings represent a generalized pattern based on current organization. As changes occur through time, the development pattern of Alternative II offers the greatest opportunity to maintain an optimum location for agencies.

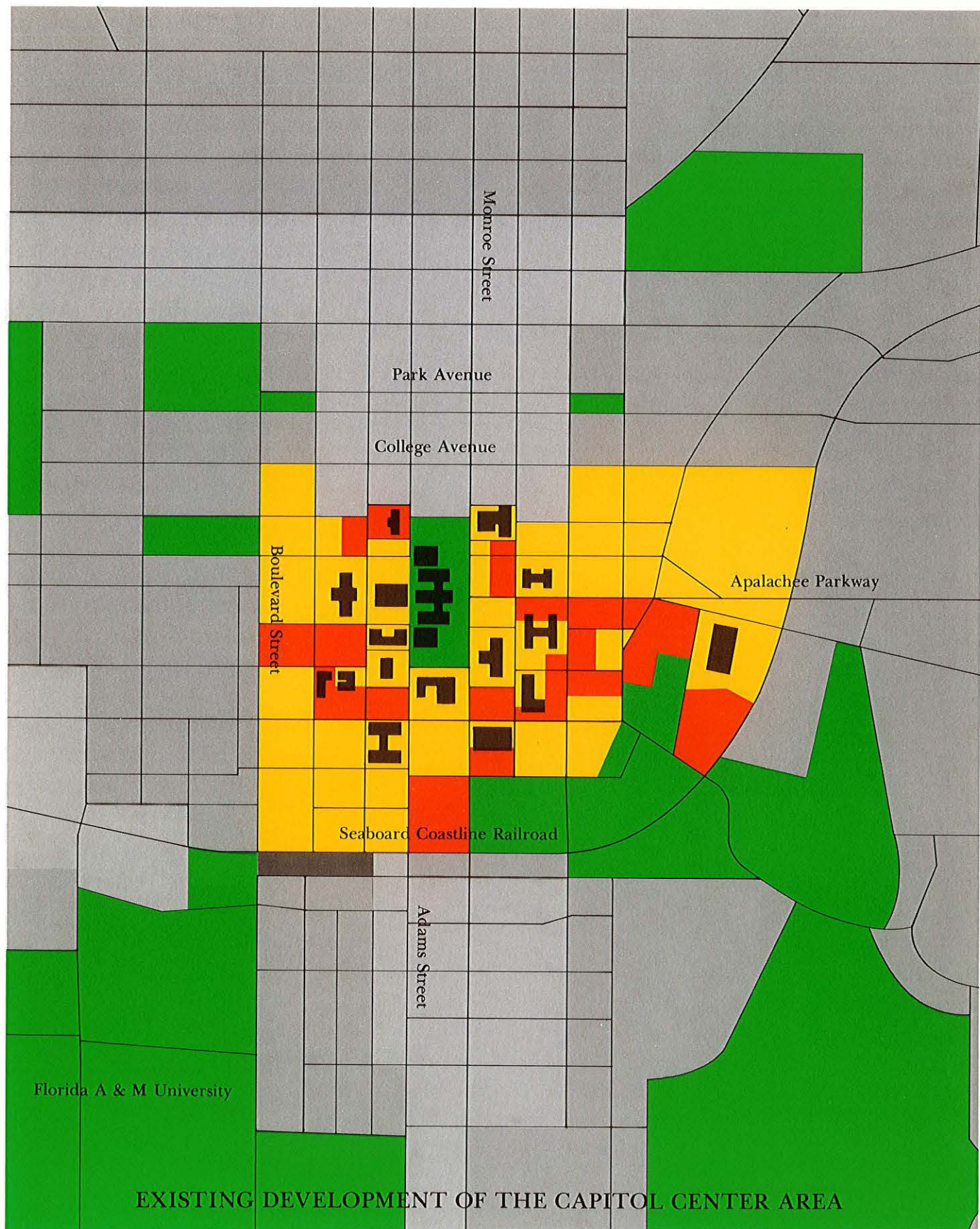
Upon recommendation of the Division of Building Construction and Maintenance, Alternative II was formally adopted by the Capitol Center Planning Commission at its meeting on April 17, 1974. The report, Program Development For Capitol Center, on which it was based was approved by the Governor and Cabinet in November 1974. This is to be the basis for the future planning efforts starting early 1975.

The program begins by identifying existing deficiencies within the Capitol Center. To eliminate these deficiencies a set of goals which embodied the spirit of future Capitol Center Development was given careful attention by the Division of Building Construction and Maintenance, the Capitol Center Planning Commission, and the consultant. Goal development paralleled space program development and was eventually joined into a single compatible and comprehensive development program.

The major deficiencies of the Capitol Center today may be broadly defined as follows:

1. It is a sterile working environment, utilized mainly during the day and for the primary purpose of providing office space for state employees.
 2. It has few physical or functional ties with its surrounding communities. It does not benefit from, or contribute to,
- 12 the wider set of community resources.





3. It does not fulfill its visual potential as a seat of the state government and microcosm of the diversity of the State of Florida.

4. It does not function optimally to facilitate access between home and office or between office and office. Individual departments are split between a number of buildings, inhibiting intra-departmental communications, and departments with high levels of mutual interaction are often not situated near to one another.

The following set of goals provides guidelines for future development:

1. Establish a logical growth structure for the Capitol Center that provides for:

- a. maximum proximity between related departments;
- b. visual/symbolic clarity of key state functions;
- c. flexibility for changing patterns of growth;
- d. ease of maintenance;
- e. phased expansion.

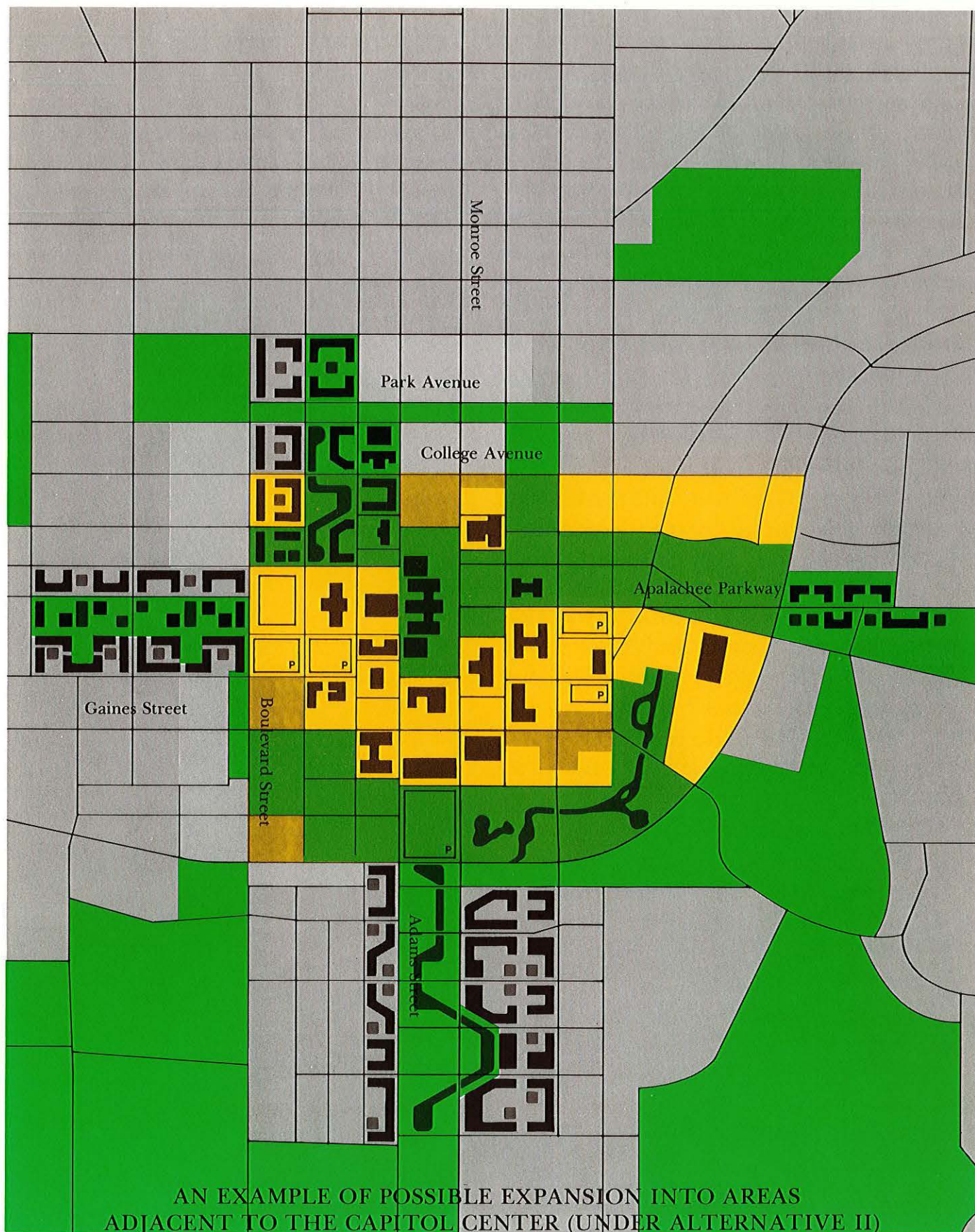
2. Encourage an attractive working environment with diversity of uses, spaciousness, amenities, and ease of access characteristic of a competitive working environment.

Provide the basis for multi-use growth, including office, residential, retail, and other uses.

3. Provide cultural, educational, and entertainment facilities to make the State Capitol a vibrant center for tourism in northern Florida, complementing established attractions in middle and southern areas of the State.

4. Develop a milieu reflecting the character of the State of Florida, not merely in cultural, educational, and historical exhibits, but in entertainment-oriented ac-





tivities as well. The historical heritage of the state will be embodied in the State Capitol.

5. Develop the Capitol Center so that it enhances downtown Tallahassee as a model for other Florida cities. The physical and operational insularity that characterizes the Capitol Center at present should give way to positive links with the surrounding community. All statewide, quasi-governmental agencies should be encouraged to locate their headquarters at Tallahassee.

The design parameters should reflect both the majesty of government as well as its accessibility to every citizen.

6. Develop the Capitol Center area as a "bridge" between university communities—Florida State University and Florida Agricultural and Mechanical University—taking advantage of the unique opportunity for resource-sharing offered by the proximity of these two major educational institutions. Activities that promote the participation of all three communities, such as the proposed Civic Center and state headquarters for research-oriented agencies, should be encouraged.

7. Provide for secure, well-delineated pedestrian and vehicular movement systems connecting all components in an uninterrupted manner.

8. Preserve existing institutions, neighborhoods, and physical plant, whenever feasible, as positive components of this plan.

9. Provide for maximum conservation of energy consistent with the achievement of major social and functional goals.

16 10. Develop a plan that is capable of im-

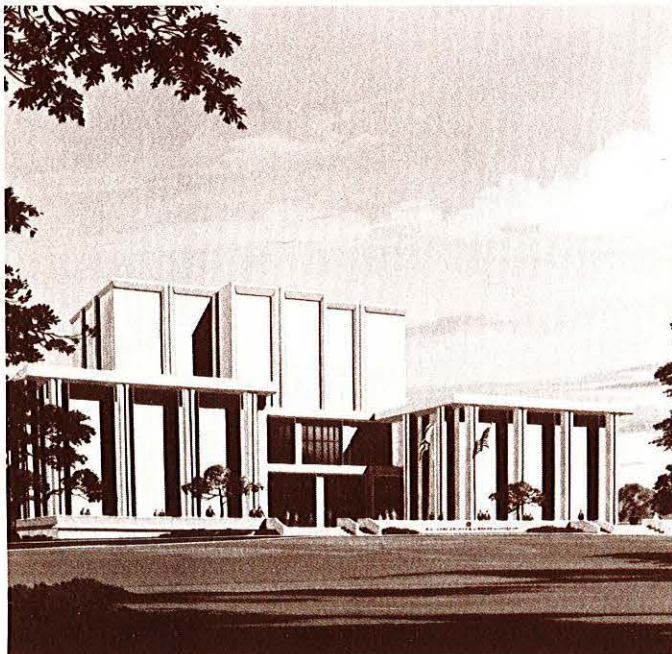
plementation with budgeting and funding alternatives worked out and all other political/administrative implications developed.

These goals were adopted at the May 22, 1974 meeting of the Capitol Center Planning Commission.

The process of selecting a qualified planning firm, in accordance with the Consultants Competitive Negotiation Act of 1973, to prepare the development concept for Tallahassee's next quarter-century began in July 1974. Advertisements were placed in major professional journals soliciting expressions of interest from architectural/planning firms throughout the country. By the deadline of September 2, 1974, some seventy-eight firms had sent in expressions of interest. This list was reduced by the Certification and Selection Committee to twenty-two highly qualified firms, each of which were asked to submit a formal proposal to perform this contract. After exhaustive review, eight of these firms were selected to appear before the Committee in Tallahassee on December 15, 16, and 17, 1974. The Certification and Selection Committee was composed of representatives from the Division of Building Construction and Maintenance and the Capitol Center Planning Commission.

The Committee recommended Herbert Gallagher of Cambridge, Massachusetts as Consultant; second choice was Walter A. Netsch, F.A.I.A.; and third was the Environmental Design Group/Gruzen & Partners. After approval by the Governor and Cabinet, a contract was entered into with Herbert Gallagher. Work on the long-range, compre-

Lewis State Bank



Rendering of History and Archives Building

hensive plan is to begin in early 1975.

During the year 1974, four major building projects and several smaller ones were initiated under administration of the Division of Building Construction and Maintenance. For the Capitol Center this accelerated building program will mean a substantial improvement in office space standards and employee amenities.

The first of these projects, and the most important in terms of overall Capitol operations, was Phase II of the Capitol Complex, for which drawings were completed and the job put out to bid in the summer of 1974. A low bid of \$26,830,000 as made by J.A. Jones Construction Company. Phase II includes a 22-story executive office building, the new House and Senate chambers, and 291 parking spaces. Work began in September 1974, and completion of this important complex is expected in late 1976. At year's end, the steel framework was up to the third floor. The architect is Edward Durrell Stone/Reynolds, Smith and Hill who also designed the Senate and House office buildings adjacent to the Old Capitol.

Another major undertaking for 1974 was the completion of drawings and the letting of contracts on five new parking structures which will improve the chronic shortage of parking space that has long made daily commuting such a headache for many state employees.

The five new facilities are carefully designed and landscaped to take full advantage of the Tallahassee topography, and are spread out across the Center so as to provide parking spaces for each portion of the Capitol Center:

Site Alpha	327 cars	South of Apalachee Parkway
Site Beta	472 cars	South of the Bryant Building
Site Gamma	1,428 cars	South of the Fletcher Building
Site Delta	608 cars	South of the Supreme Court Building
Site Epsilon	608 cars	South of the History and Archives Building

These structures were designed by the Joint Venture of Deleuw-Cather, Schweizer & Associates and Barrett, Daffin & Figg. Bids were opened on September 5, 1974, and the lowest bid of \$6,581,000 (\$1911.41 per parking space) was made by Tuttle-White Constructors, Inc., of Altamonte Springs. Work commenced on October 21, 1974, and completion of the five buildings is expected by December 1975.

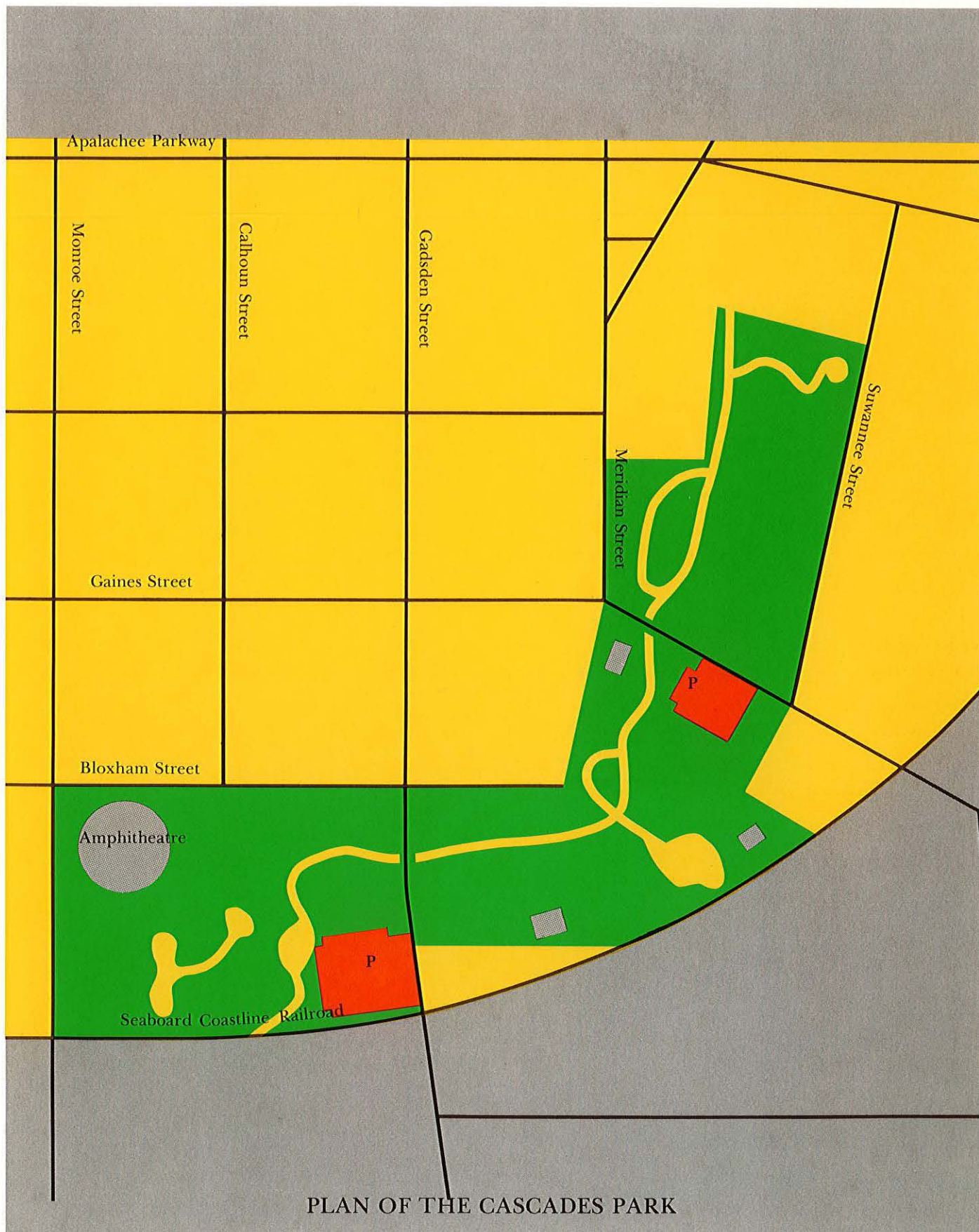
The third major undertaking in Capitol Center is the History and Archives Building, to the west of the Capitol Complex. This building will be 277,690 square feet, and is designed by the firm of Fletcher and Valenti. Ground was broken in August 1974 and completion is expected in August 1976. The contractor is ABCO Builders, who submitted a low bid of \$9,393,000. Foundations were virtually complete at the year's end.

The Cascades Park, 22 acres of land in the southeast corner of the Capitol Center, was the fourth major construction activity initiated during 1974. This project, the first of several of its kind in Capitol Center reflecting Florida's rich floral character, was designed by the Tallahassee landscape architect, Sam Hand

& Trull (see plan page 19). Phase I work will begin in March 1975, and completion is anticipated in March 1976. Future phases will be completed as funds become available. Cascades Park will connect the Capitol Center to a series of parks and green areas to the southeast.

Expansion was also under way in 1974 on an older state office structure, the Collins Building, which was originally designed for such an addition. The total amount of new space was 90,000 square feet. This construction was 45% finished at the end of 1974. The architects are Huddleston, Satterfield, Evans and Mauney.

In the field of historical preservation, substantial progress was achieved in the year 1974. A special report, entitled "A Master Plan for Historic Preservation in Florida's Capitol," was completed for the Historic Tallahassee Preservation Board, Division of Cultural Affairs, describing in detail the historical heritage. The Department of General Services and the Capitol Center Planning Commission both cooperated with this survey, in particular as it related to the Capitol Center. Further analysis of historic features is being conducted by the Department of History and Archives. In the Capitol Center itself, fresh efforts were being made to find a new use for the Union Bank Building, Florida's first bank built in 1830. Approval was given for its reuse by the Ethics Commission. Another building for which a new use was sought is the Tallahassee City Water Plant, which was given approval to allow its conversion to a restaurant. This was in keeping with the policy of fostering diverse uses in the Capitol Center.



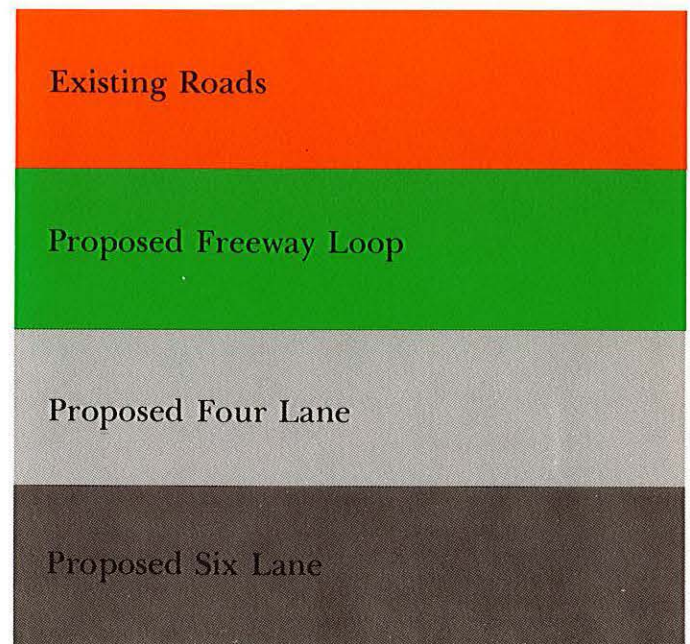
A number of parcels of land within the Capitol Center itself were acquired by the State in 1974:

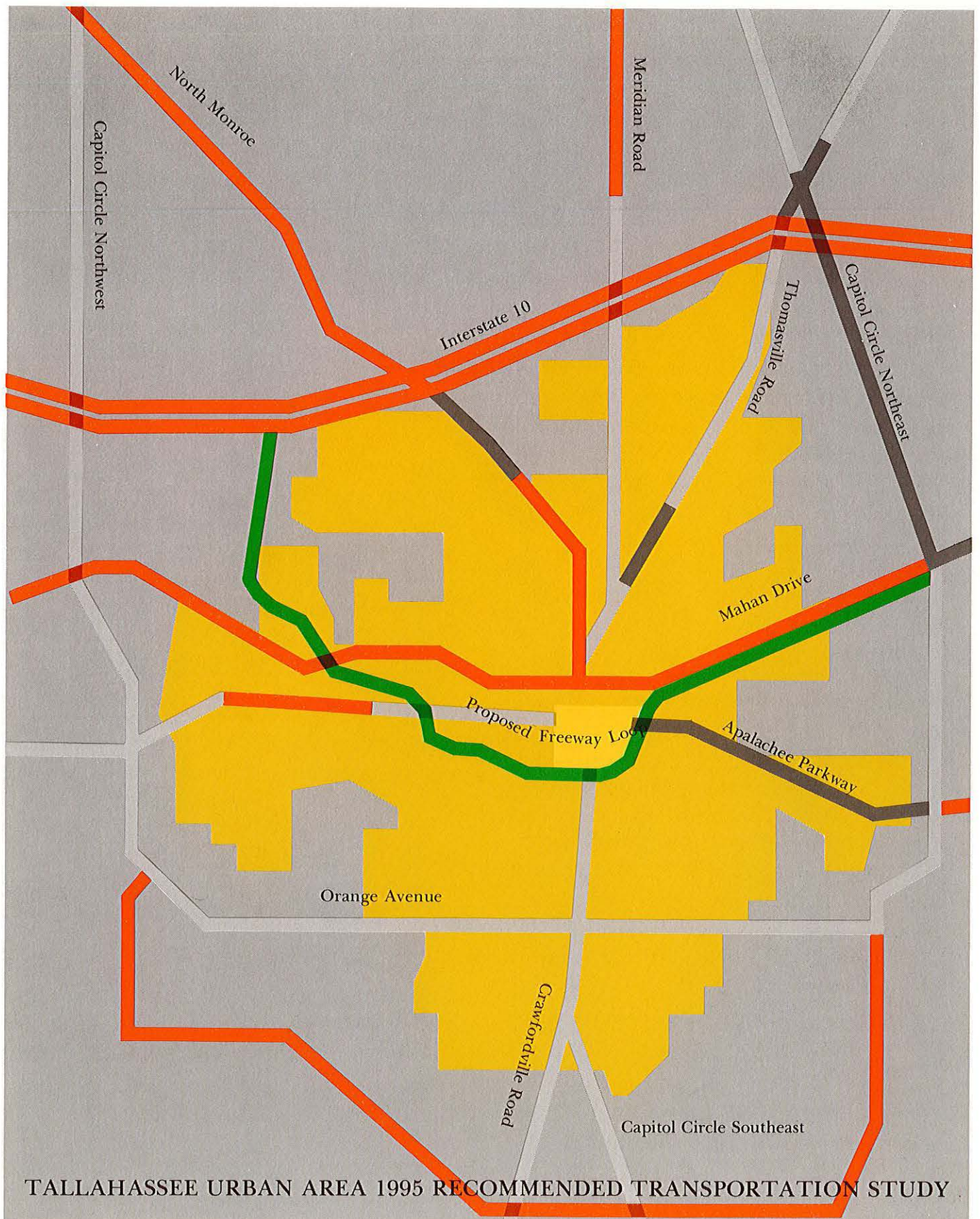
Description/Location	Expenditure
Urban Renewal Property for History and Archives Building Site	\$ 448,266.00
Center Building	616,500.00
Miles Johnson Building	1,020,752.69
213 Blount	24,500.00
317 West Gaines	47,000.00
209 Blount	24,500.00
819, 821 & 901 Boulevard	161,850.00
108 Blount	211,500.00
319 West Madison	242,000.00

The Capitol Center Planning Commission is composed of seven members, four appointed by the Governor, two appointed by the Tallahassee City Commission, and one appointed by the Leon County Commission. The Capitol Center Planning Commission has jurisdiction over the Capitol Center Zoning Regulations enacted in 1973, the major controlling regulations governing the development of the Capitol Center. The Commission reviews building plans as processed by the Division of Building Construction and Maintenance in the development of the long-range comprehensive plan for the Capitol Center.

In the year 1974, the Commission met a total of thirteen times. Mr. Walter S. McLin, III, was appointed as Chairman by the Governor in November to succeed Mr. D. William Overton; Mr. Murray Wadsworth resigned from the Commission on March 20, 1974 and was replaced by Mrs. Anne Ingle.

Mr. Wayne Betts, Assistant Director of the Division of Building Construction and Maintenance, was appointed Secretary of the Commission on January 22, 1974, replacing William F. Luger.





TALLAHASSEE URBAN AREA 1995 RECOMMENDED TRANSPORTATION STUDY

The following are routine Commission Actions (in sequence):

Resolution passed emphasizing the Capitol Center Commission's concern for overall beautification of and the desire that landscape planning be an integral part of all future contracts (January 27).

Approved the reduction of parking space standards for certain spaces within the five parking structures being designed for the Capitol Center from 9'-0" to 8'-6" (January 27).

Approved variance to grant rear lot setbacks for sites Alpha, Beta, Gamma, Delta and Epsilon.

Appointed Mr. Wayne F. Betts as Secretary of the Capitol Center Planning Commission (January 27).

Expressed support for the thoroughfare plan for Gadsden and Meridian Roads, amended on February 20 to include Thomasville Road (January 27).

Approved projection into setback requirement on Alpha Parking Site (March 20).

Approved planters to encroach on setbacks of five parking sites (March 20).

Agreed to eliminate Commission polling procedures (March 20).

Recommended the development of urban design criteria (March 20).

Denied variances requested for addition to the Pennington Building regarding

setbacks and parking and approved a variance on minimum lot width (May 22).

Approved a parking variance for the proposed restaurant and lounge for the Tallahassee City Water Plant (June 4).

Approved renovation of a building on the corner of Monroe Street and Jefferson Street (June 4).

Approved zoning variance on parking to permit remodeling of the old Vardi Building on the corner of Duval Street and College Avenue (July 9).

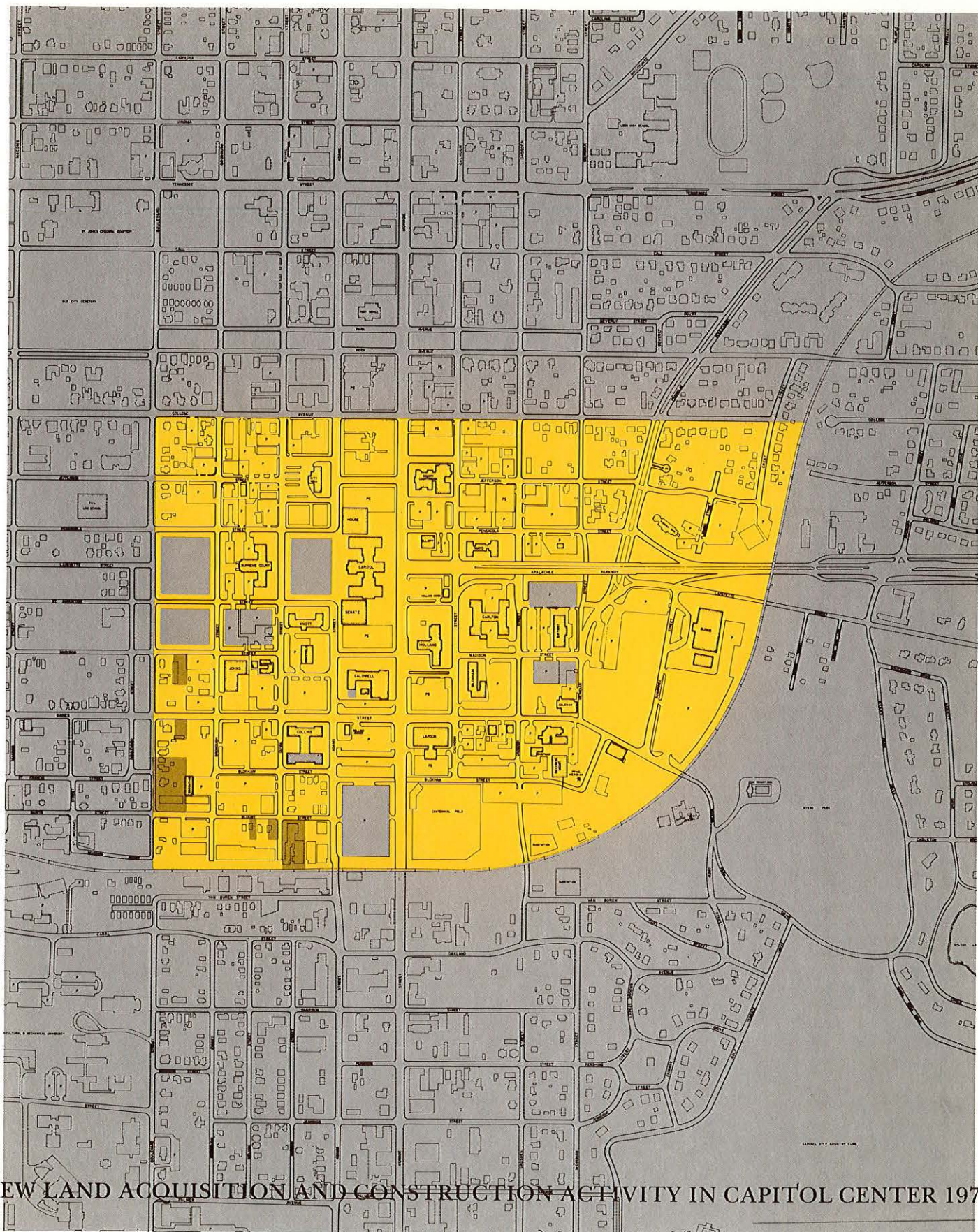
Approved renovations to the Commercial Building at the corner of Adams Street and College Avenue and to the Supreme Court Building (July 9).

Approved variances on the remodeling of an office building at 205 South Adams Street (September 12).

Approved in concept the use of the Union Bank Building by the Ethics Commission (September 12).

Approved setback variances from Calhoun Street, Gadsden Street, College Avenue and the interior property line, requested by the Downtown Improvement Authority for an off-street parking facility (December 18).

Opposed purchase by the State of the Commonwealth Building (December 18).



PREPARED FOR THE
DEPARTMENT OF GENERAL SERVICES
BY
GRUZEN & PARTNERS — ARCHITECTS-PLANNERS-ENGINEERS
GRAPHIC DESIGN
PETER BRADFORD, JONETTE JAKOBSON
HISTORICAL SKETCHES
PAUL MULDAWER, AIA

